CHAPTE R 3
GOALS, OBJECTIVES, AND POLICIES

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301. INTRODUCTION

The goals, objectives, and policies of the Pier Bowl Specific Plan are aimed at maintaining and enhancing the Pier Bowl's unique blend of uses, natural beauty, and village character; serving as guidelines for decision-making; and providing direction, priority, and vision for the future.

The goals, objectives, and policies of this Specific Plan are an accumulation of the Thirteenth Street Architects' work on the Pier Bowl Master Plan, the City's Urban Design Guidelines, the Land-Use Element of the General Plan, recommendations by the Pier Bowl Advisory Committee, the Pier Bowl Conceptual Plan, and public workshops. These policies set forth the framework for the evaluation of a development plan for the Casa Romantics and a Specific Plan for the Pier Bowl. In turn, the policies and development standards defined in the Specific Plan establish the framework for the evaluation of development plans, public and private improvements, and the implementation actions of the plan.

This section discusses the overall goals and policies for the Pier Bowl. Each topic begins with a discussion or issue statement and is followed by goals and a series of policies to achieve these goals.

302. LAND USE

The unique blend of residential, commercial, and recreational land uses in the Pier Bowl are largely responsible for the area's village character. "Land use" defines how the area functions. The interaction between the varied land uses gives the area vitality and character.
The primary use of the Pier Bowl is recreation. The commercial use in the area is naturally oriented toward recreation and vacation. Many of the apartments in the Pier Bowl are used as summer rentals, which is consistent with the recreation and vacation atmosphere. New uses in the Pier Bowl should be compatible with the area's recreational attractions.

To enhance the area's vitality, a mix of pedestrian-oriented uses should be encouraged. The creation of a mixed-use zoning district that encourages pedestrian activity will maintain and enhance the area's vitality and village character. The City, in partnership with community groups, should continue to encourage and promote cultural, community, and athletic events in the Pier Bowl.

A. GOALS

- Maintain and enhance the Pier Bowl's unique mix of residential, commercial, and recreational land uses.
- Establish a vibrant mix of uses with viable year-round businesses that both serve the needs of the local resident and the visitor.
- Ensure the continuation and enhancement of recreational opportunities in the Pier Bowl.
- Ensure the continuation and enhancement of residential land use in the Pier Bowl.
- Ensure the continuation and enhancement of cultural, community, and sports events in the Pier Bowl.

B. POLICIES

1. Overall

- Establish allowable uses for each sub-area in the Pier Bowl, including areas where mixed-residential and commercial uses are allowed in the same building.

2. Commercial and Mixed Use

- The City shall promote and enhance the Pier Bowl's village and recreational character by permitting uses that will increase year-round activity in the Pier Bowl.
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- The City shall encourage: pedestrian-oriented specialty retail shops offering quality goods and services; restaurants; bed-and-breakfast inns, timeshare and hotels; and outdoor art and street vendors. In mixed-use areas, the City shall promote restaurants and retail on the ground floor; office, lodging, and residential will be allowed on upper floors.

- The City will actively recruit a range of restaurants, fine dining, cafes, food stands, and pubs through incentives and development of new leasable restaurant space in the Pier Bowl/beach area.

- In the mixed-use zone, the City shall encourage a mixture of uses to be grouped together in one structure to encourage a village-pedestrian environment. A single use in one building should be avoided.

3. Recreational Use

- The City shall preserve and enhance the public's use of Parque Del Mar and the beach front.

- The City shall consider acquisition of vacant property, when available, for the development of pedestrian-oriented parks.

- The City shall work with the Chamber of Commerce and other community organizations to encourage cultural, athletic, and community events; art shows; beach activities; and entertainment.

- The City shall encourage the creation of new and appropriate public open space that reinforces the character, prominence, and attractiveness of the Pier Bowl.

- The City shall enhance opportunities to walk along the beach and consider the feasibility of developing a beach promenade from North Beach to T-Street and T-Street's bluff top park.

- The City shall enhance recreational opportunities at the Pier, Linda Lane Park, Parque Del Mar, and the beach by providing park land, sidewalks, bike racks, picnic spots, fire pits, basketball and volleyball courts, restrooms/showers, and improved beach access. Beach access shall be made safer, more attractive and inviting beach access through initiation of public-works projects as new development occurs.
• When designing parks and open space areas, whether they are publicly or privately owned, the City shall encourage the development of areas that serve active needs (such as focal points for special events) and areas that serve passive activities (such as sight seeing and relaxing).

4. Residential Use

• As a part of the Site Plan and Architectural Design Review processes, the City shall encourage private-property owners to preserve and enhance the pedestrian scale of residential neighborhoods. Development of large monolithic residential structures shall be discouraged.

303. URBAN DESIGN

Maintaining and enhancing the Spanish Colonial Revival theme at a pedestrian scale will preserve and strengthen the Pier Bowl's village character. The design of buildings should be compatible with the surrounding area, particularly adjacent buildings and nearby public activity areas (such as sidewalks, courtyards, parks, etc.). However, the design of new buildings should not mirror adjacent buildings that are out of scale and character with the architectural theme or the human scale of the Pier Bowl as a whole.

Design elements that reflect a human scale and appearance should be encouraged. Such elements include height, mass, and bulk; visual relationship with the surroundings; buildings with entries that have street orientation; and Ole Hanson-era Spanish Colonial Revival architectural design details.

A. GOAL

• Ensure the continuation and enhancement of Ole Hanson-era Spanish Colonial Revival architecture, and a pedestrian scale and orientation in the Pier Bowl.

B. POLICIES

• The City shall provide architectural design guidelines and development standards that include: Spanish Colonial Revival architectural details for new development; controls on building mass; designation of maximum floor-area ratios and upper-story stepbacks that strengthen pedestrian orientation; and provisions for public open space for mixed-use and commercial development.
• The City shall continue to implement the parking reduction ordinance for restaurants with outside seating to encourage pedestrian-oriented uses as new development occurs.

• The City shall encourage street-level uses to be pedestrian-oriented through the Site Plan Review and Use Permit processes.

• The City shall ensure that new development enhances the village character of the Pier Bowl by maintaining a pedestrian scale through Site Plan Review and Architectural Design Review processes.

• The City shall provide incentives for housing rehabilitation and architectural conversions to a Spanish design.

• The City may encourage appropriate focal art, such as historical and meaningful public art sculptures, to establish a sense of history and pride in the community.

304. PARKING/CIRCULATION/MASS TRANSIT

A. PARKING

The lack of adequate parking and circulation has been among the most frequently identified issues discussed at public workshops for the Pier Bowl. New policies that encourage economic development in the Pier Bowl will result in the need to improve traffic flow and add more parking.

1. Goal

   • Provide adequate parking in the Pier Bowl to meet present and future parking demands.

2. Policies

   • The City shall encourage more efficient use of existing parking areas through consolidation of parking facilities.

   • New development shall provide adequate parking to serve new uses, while replacing existing spaces now serving the public.
• The City shall develop a parking management strategy that considers current and future needs, alternatives to traditional on-site parking; and methods to finance public-parking improvements, etc.

• The City shall examine ways to expand the parking in the Pier Bowl.

• The City shall adopt parking requirements in the Pier Bowl that establish criteria for alternative parking solutions, including consolidation of parking; allowing off-site parking; waivers for specific uses; provisions for bike racks; shared parking, etc.

• The City shall encourage on-site parking to be concentrated below grade; or if above grade, behind buildings and/or landscaping to protect pedestrian orientation from vehicle intrusion through standards and design guidelines.

• The City shall encourage mixed uses as well as night-time and off-season uses to provide more efficient utilization of parking.

• The City shall examine the feasibility of alternative remote parking spaces to provide parking during peak seasonal periods, linking these parking areas to the Pier Bowl with shuttle trams.

• Where appropriate, the City shall consider providing angled parking on Avenida Del Mar and Avenida Victoria.

B. CIRCULATION

As commercial and recreational uses expand, it is likely that the traffic volume will increase as well. There is little opportunity to increase the carrying capacity of the existing street network within the Pier Bowl due to the surrounding development. Widening of the streets would detract from the pedestrian scale of the streetscape. One way to improve traffic flow is to redirect the current circulation route to keep traffic on Avenida Del Mar and off the residential streets. For emphasis, primary and secondary circulation routes can be identified with directional signage and a uniform streetscape design. In addition, pedestrian pathways need to be emphasized to lead the pedestrian to key destination points in the Pier Bowl.
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1. Goal

- Improve vehicular and pedestrian circulation in the Pier Bowl.

2. Policies

- The City shall designate Avenida Del Mar as the primary thoroughfare to, and from, the Pier Bowl and take measures to limit traffic on residential streets.

- The City shall direct circulation by providing visual landmarks, landscaping, and signage in the Pier Bowl area.

- The City shall designate the intersection of Avenida Del Mar and Calle Seville as the Pier Bowl entrance and specify appropriate street and parkway enhancements at that location.

- When considering new development, the City shall ensure that traffic generation is compatible with infrastructure capacity.

- A pedestrian circulation plan shall be included in the Specific Plan requiring interconnection of each of the nine sub-areas. The pedestrian circulation routes that should receive special attention include:
  
  a. The Casa Romantica to the Municipal Parking Lot;
  b. North Beach to the Pier;
  c. Coronado Lane to Avenida Victoria;
  d. T-Street to the Pier;
  e. The Pier Bowl to the Del Mar Commercial District.

- The City shall encourage the increased use of the Linda Lane Parking Lot through directional signage.

- The City shall discourage new development from adding curb cuts on Avenida Del Mar and Avenida Victoria.

- The City shall consider the feasibility of providing a link from the coastal bike trail to the pier.
C.  **MASS TRANSIT**

The Orange County Transportation Authority (OCTA) bus service and Amtrak train service are the only modes of public transportation provided to the area. An increase in public transit to the area would provide the potential to reduce auto dependency and parking demands.

1. **Goal**
   - Improve mass transit in the Pier Bowl to reduce parking and circulation needs.

2. **Policies**
   - The City shall continue to work with OCTA and Amtrak to provide more bus and rail services.
   - The City shall consider maintaining and improving the train depot adjacent to the Pier (in addition to the commuter rail station at North Beach) to accommodate a ticket machine, a platform waiting area, and public bathrooms and showers.
   - The City shall consider the development of a shuttle service providing access to the Pier Bowl from key locations and parking lots within the City and neighboring communities during peak seasonal periods.

305. **LANDSCAPE/STREETSCAPE DESIGN**

Landscaping is an important complement to the urban fabric; to a large extent, it establishes the overall character of a neighborhood. A common landscape theme throughout the Pier Bowl will help create a sense of place, and provide areas for public activity by creating attractive spaces to enjoy views, relax, or play.

1. **Goals**
   - Establish a cohesive landscape and streetscape design theme for the Pier Bowl.
   - Through enhanced landscaping, provide community identity and a visual framework for the City by maintaining the City's "Spanish-Village-by-the-Sea" image.
• Through enhanced landscaping, create a "sense of arrival" at key intersections that reinforce the City's natural and cultural characteristics.

• Maintain and enhance key vistas and view opportunities within the Pier Bowl, while allowing tree planting that supports and directs the streetscape.

2. Policies

• The City shall identify landscape and streetscape specifications for circulation routes; primary and secondary entrances into the Pier Bowl; the pier access; coastal bluffs; bluff top park; Casa Romantica site; view/vista windows at key locations; and design elements on public and private land.

• The City shall establish development standards and guidelines which encourage landscape and streetscape improvements that contain identifiable characteristics which reflect a Spanish theme or are representative of the ocean.

• The City shall establish criteria for signage and landscaping to mark the gateway and primary entrance at Calle Seville and Avenida Del Mar, and shall define Avenida Del Mar by visual landmarks to encourage the use of this street as the main circulation route.

• The City shall establish criteria for secondary street plantings to mark the boundaries of the Pier Bowl area with accent plantings on Calle Seville, Linda Lane, Encino Lane, and Avenida Victoria.

• The City should work with the redevelopment agency, private-property owners, and utility companies to develop a financing program to underground utilities.

• As the City develops parks, open space, parkways, and other City owned property, landscaping shall be used to enhance and frame public views.

• The City shall consider the development of a public plaza with decorative pavement and other enhanced street improvements on Avenida Del Mar adjacent to the Pier.
• The City shall establish criteria for providing trees and plant materials which are associated and/or compatible with the Spanish theme, including architecture, outdoor spaces, plazas, and parks. In addition, a landscape program will be developed to create a strong identity for major circulation on paths and roadways.

• Through the Architectural Design Review or Site Plan Review processes, the City shall encourage the preservation or relocation of significant and/or historic vegetation throughout the Pier Bowl and areas beyond. Preservation of significant vegetation will enhance the user's experience of the ocean front.

• The key entry point into the Pier Bowl Area, at the intersection of Avenida Del Mar and Calle Seville shall be "highlighted" as a "special place." Added prominence shall be provided by the use of modulated land forms, entry walls (monumentation), signage, increased levels of lighting, and supplementary planting.

306. HISTORIC PRESERVATION

Ole Hanson founded San Clemente in the 1920's. The Pier Bowl was one of the first locations in San Clemente to be developed. Thirteen (13) structures built from the 1920's through the 1940's remain within the boundaries of the Pier Bowl (see Figure 4). The most notable of these is the Casa Romantica. These buildings display the City's Spanish architectural heritage and serve to preserve Ole Hanson's vision of creating a "Spanish-Village-by-the-Sea."

A. GOALS

• To promote the preservation and restoration of historically significant sites and structures in the Pier Bowl.

• Provide incentives to private owners of historic resources to maintain and/or enhance their properties in a manner that will conserve the integrity of the building in the best condition possible.

• Promote community appreciation for the unique history of San Clemente.
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PIER BOWL
SPECIFIC PLAN

LOCATION OF HISTORIC STRUCTURES

FIGURE 4

3-11
B. POLICIES

1. Preservation
   - Through the City’s update and inventory of historic resources, identify the resources that are within the boundaries of the Pier Bowl.
   - Through the Architectural Design Review and Site Plan Review, the City shall encourage new development to be compatible with adjacent historical structures in scale, massing, building materials, and general architectural treatment.

2. Incentives
   - The City shall encourage private owners of eligible historic income producing properties to apply for tax benefits provided by the 1981 Tax Revenue Act.
   - The City shall consider allowing flexibility in building code requirements for rehabilitation of historic structures, as specified in State Historical Building Code Part 8, Title 24, if rehabilitated in accordance with established historic preservation guidelines.
   - The City shall provide technical advice to private property owners seeking to restore historically-significant structures.
   - The City shall seek the participation of the Redevelopment Agency and/or work with local lending institutions to provide appropriate financing for the rehabilitation and restoration of historically-significant structures.

3. Group Participation
   - The City shall promote the formation and maintenance of neighborhood organizations and foster neighborhood conservation programs for the Pier Bowl.
   - The City shall encourage the Historical Society and other interested organizations to preserve significant historic resources within the Pier Bowl.
• The City shall coordinate with local historic preservation organizations completing preservation work.

• The City shall encourage the involvement of educational institutions in preservation programs and activities.

307. VIEW PRESERVATION

Protection of significant public views has been identified in public workshops as an important design issue. The coastal bluffs, the oceanfront, the Municipal Pier, and Casa Romantica provide scenic views in the Pier Bowl. The most important public view corridor in the Pier Bowl is the oceanfront from Avenida Del Mar over the Municipal Parking Lot. Another important vista is the view of the Casa Romantica as seen from the beach and the Pier.

Any development in the Pier Bowl area should properly consider both the creation and preservation of public viewsheds. Building design and siting should enhance, not obstruct, public view sheds by highlighting or framing them with design components (see Figure 5).

A. GOAL

• Preserve the public views of the Pier, the beach, and the Casa Romantica.

B. POLICIES

• Preserve the following existing public view corridors:

  (1) The Pier and ocean from Avenida Del Mar.
  (2) The Casa Romantica from the beach and the Pier.
  (3) The Pier and ocean from the Casa Romantica.
  (4) View of the ocean from Avenida Victoria.
  (5) View of the ocean from Linda Lane.
  (6) View of the Pier Bowl Core from the Pier.

• Incorporate view preservation into the design of a municipal parking structure.

• With public and private development, limit building envelopes so that important public views identified in the specific plan are preserved.
ECONOMIC DEVELOPMENT

Economic development is an important factor in the future success of the Pier Bowl. Public improvements (such as streetscape plans, beach facilities, a parking structure, new pedestrian-oriented parks, pathways, and public spaces) cannot be constructed or maintained without the economic means to offset their cost. Plans for the Pier Bowl should include measures intended to stimulate economic vitality while achieving high-quality development.

Economic development and design considerations can form a synergistic relationship. New development should preserve and enhance the village character and the unique environment of the Pier Bowl. Through the preservation and enhancement of the area's unique character, the economic vitality of the area will also benefit.

A. GOALS

- Enhance the Pier Bowl's financial viability through the development of both commercial and non-commercial uses, while seeking the right balance between economic development and maintaining the area's pedestrian orientation, scale, and unique village character.

- Fund the cost of mitigating adverse impacts on the City's existing infrastructure.

- Provide for a fair allocation of costs for improvements among land uses and reimburse those who are required to provide up-front financing of improvements.

B. POLICIES

- The City shall consider economic strategies that will encourage uses with the highest probability of success and generate increased revenue for the City.

- The City shall pursue an aggressive program to recruit quality development, and consider incentives to attract these uses.

- The City shall develop a financing plan which determines, to the extent feasible, the scope of public facilities and infrastructure to be funded, the responsibilities of the public and private-sector participants, and the methods of financing the improvements.

- The City should seek a public/private venture to develop City property in a manner that will provide the City a return on its investment without compromising quality-of-life.
• The City should consider incentives for the conversion of residential buildings in mixed-use areas to commercial uses on the ground floor.

• The City shall facilitate a cooperative spirit with the development community to encourage economic development in the Pier Bowl.

• The City should encourage uses and activities, on both public and private land, that encourage pedestrian activity to help stimulate revenue-generating uses in the Pier Bowl.

• The City shall fund the full costs of public infrastructure and public services required to support development in the Pier Bowl Redevelopment Area from revenues generated by development within the Pier Bowl, except where specific existing City, County, State, or other sources are available.

• The City shall allocate the backbone infrastructure and public facilities costs to property and development within the Pier Bowl Redevelopment Area based on the general principles of benefit received, with consideration to the financial feasibility of the proposed land use.

• The City shall use pay-as-you-go financing to the extent possible. Use of debt financing shall only be used when essential to provide facilities necessary to permit development or to maintain service standards.

• The City shall require developers who proceed ahead of the infrastructure sequencing plan to pay the costs of extending the backbone infrastructure to their project, subject to future reimbursement.

• The City shall require dedication of land for, and construction of, road improvements, pedestrian and other improvements consistent with City-wide policies.